

PERSPECTIVES ON HUMAN RESOURCES MANAGEMENT IN BRAZILIAN STATISTICS INSTITUTE

Abstract

This essay presents an up-to-date approach on Human Resources Management, in the scope of the Brazilian Institute of Geography and Statistics — IBGE (Instituto Brasileiro de Geografia e Estatística), enhancing it as the guiding line to improvement actions and the changing of processes, which became necessary so that the organization might effectively meet its institutional mission.

The focus of the analysis consists on identifying a pattern for human resources management, having its conception based on a contemporaneous vision of management that, in the context of the changes in the workplace, enhances tacit skills and competencies of individuals — living and experienced knowledge, perceiving them as intangible assets that must be valorized by managers.

The Role of People on the Scope of the Organizations

The main transformations, through which the contemporaneous world has passed through, with globalization, the opening of the market and the huge worldwide competition, fostered the reformulation on the scope of the organizations, which became more lean and conscious about productivity and quality for their products and services.

By interpreting this change of paradigm, the organizations are demanding a workforce that is polyvalent, flexible and capable of dealing with the new technologies. The intellectual work tends to be not restricted only to management, but to spread itself along the remaining individuals, replacing, more and more, the strictly operational labor.

People began to pay more attention to the capabilities of individuals, including those related to thinking, initiative and decision-making skills, being this one of the changes that fosters an ever-growing transformation of the “qualification” model into a “competencies” model.

It is a fact that, in the traditional vision, the organizations figured as a cluster of inputs that made up products and services, and people in the workforce were considered as replaceable factors in the production process. Knowledge was considered merely as a desirable yet not essential condition.

Technological innovation, becoming more accessible to everyone, is no longer the primary source of competitive advantage, and intellectual capital gained relevance due to its intangibility and to the fact of being a constant and everlasting source of renovation.

It is important to notice that “Organizations are social systems and, thus, an interaction between individuals and groups is what determines learning. There is no way of separating the individual from the organization, in the same way that the latter is made up of people who bring their individual values and their vision of the world into the organization (Storino, p.12).i

Companies no longer take into consideration solely the equipment used in the production process, but began to enhance the collective knowledge generated and acquired, the creative and inventive skills, values, attitudes and motivation of people who are part of the company, as well as the degree of customer satisfaction. They are what is known as intangible assets, tacit or explicit knowledge that create economic value for the company and whose source is directly related to its creative agents. In

that sense, the talent of people who are part of the organization became the definitive competitive advantage in the organization.

The **Competence-Based Personnel Management** model came up, thus, with the purpose of answering to the need of the organizations in reacting to the impact of the change in terms of paradigm, characterized by deep social, cultural and political transformations that have been taking place, especially since the 80's.

On the competence-based personnel management model, the attributes or skills, as well as the knowledge of the individual due to social experiences and the course of his job, began to have a greater value than degrees associated to the qualification model. They make up what is called "tacit knowledge", imperceptible and related to traces of personality, talents and individual aptitudes, "business tricks", difficult to be written down, but essential to achieve the strategic goals of the organization.

This model of management refers, therefore, to a new way of managing people, suggesting an alternative to improve efficiency in businesses, based on the appreciation of the human element. It allows the explanation of the strategic context of the organization, as well as planning for the future with targets for meeting institutional goals and the development of people towards these goals and the creation of tools that allow greater precision in this management.

Human Resources on the Context of Brazilian Public Administration

In recent years, public organizations have increasingly aimed to the improvement of their management systems, and have made use of tools in order to implement, most effectively, the resources available.

The Total Quality Management was one of the most searched models, by the Brazilian public sector, in recent decades, in order to build up the basis of their management systems, due to the fact that it was a model that provided the introduction of measurement habits in the organization. The scarcity of resources and the need to produce concrete and visible actions are, also, some of the issues that led the public sector to implement this form of management.

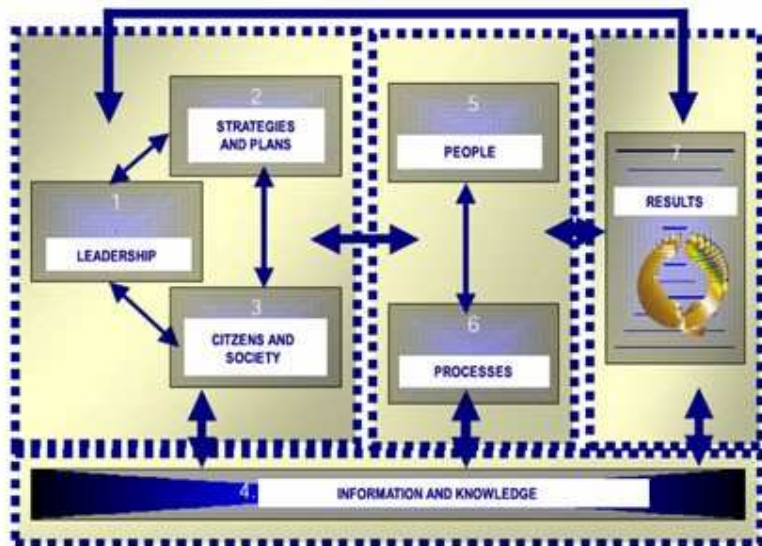
The new public management is concerned not only with the measurement of efficiency, but also with the effectiveness of public services provided, which also applies to continuous learning and the development of future strategies, in accordance with the principle of organizational learning.

The understanding that the greatest challenge of the Brazilian public sector is management implied that, in the 90's, a new model of public management was searched, focused on results and aimed at the Brazilian citizen.

Since then, the Model of Excellence in Public Management has passed through continuous improvements, in order to monitor the state-of-the-art of management, as to ensure its identification with the contemporaneous thinking about excellence in management, and monitor the changes that occur in public administration.

The Model of Excellence in Public Management, presented in the figure below, represents a management system consisting of seven integrated parts, which guide the adoption of best practices in management, with the aim of bringing the Brazilian public organizations to high standards of performance and excellence in management. This model was designed based on the assumption that it is necessary to be excellent while being public. Each block, highlighted in the figure, represents a phase of the PDCA (Plan, Do, Check, Act) cycle.

Figure 1: Graphic Representation of the Excellence Model in Public Management



Source: Reference document from the Program for Quality in Public Sector

The constitution of the first block (**Plan**) enhances that the products and processes are designed in a way that most effectively meets the needs of citizens (target audience), according to available resources, through the strong leadership of senior management.

The block referring to people and processes refers to the **Do** phase, and it is in it that goals and objectives are turned into results. People, trained and motivated, operate these procedures and make each one of them to produce the expected results.

The block containing the **Results** represents **Control** and is supposed to monitor the extent to which targets have been accomplished.

The fourth block, **Information and Knowledge**, allows that the organization may have the ability to focus on correction or improve its management practices and, consequently, its performance, based on assessment and processing of data and facts internal and external to the organization.

The fundamentals of excellence are the core values that rank a public management in terms of excellence, and complement the model adopted by the public service.

For most public organizations, some fundamentals represent no more than goals, since they have not yet been turned into organizational values. As they are turned into guiding lines to management practices, they will gradually become habits and, ultimately, values inherent to the organizational culture.

The gathering of fundamentals inherent to public organizations and those inherent to the management of contemporary excellence defines what is meant today by excellence in public management. The fundamentals inherent to all that has a public nature are constitutional, and can be found in the Brazilian Federal Constitution. They are: legality, morality, impersonality, publicity and efficiency. They are fundamentals inherent to the contemporaneous excellence-based management, such excellence directed to the citizen, to participatory management, to management based on processes and information, to the enhancement of people, vision of future, organizational learning, agility, focus on results, innovation and social control.

The Public Administration must implement management practices that make a way for it reaching its goals, with efficiency and quality. More and more, resources must be better enforced, and the public must be attended satisfactorily. The implementation of the Management Model and the adoption of fundamentals of excellence as values make a way for the organization reaching these goals and the public service being effective.

Moreover, in Brazil, there is a Presidential Decree, no. 5707, February 23, 2006, that establishes the Policy and Guidelines for the Development of Staff in the Federal Public Administration, defining as its instruments: the Annual Training Plan, the Report on Implementation of the Annual Training Plan and

the Competency-Based Management System. Under the Ministry of Planning, Budget and Management - MP of which IBGE is part, this model was legitimated by Ministerial Ordinance 208, July 25, 2006.

Still, it is worth enhancing the Congress held in Brasilia by the National Council of State-Secretaries of Administration - CONSAD and the Ministry of Planning, Budget and Management - MP, on May 26, 27, and 28, 2008, which originated the **Carta de Brasilia**, that focus on the main concerns and guidelines that should guide the strategies and actions towards the construction of an **agreement to improve public management**.

MP and CONSAD established a partnership aiming the proposal and development of actions towards improving public management, following a strategic agenda to be submitted to society and combined with a parliamentary front.

The "Carta" points to the fact that modernization of management involves rethinking the organization and the functioning of public administration. It emphasizes that management of people consists on "continuously training and professionalizing the workforce" and complements: "In this sense, gain special importance the creation and managing of careers aligned to the specific needs of the administration and thought in a strategic perspective; the definition of criteria for the occupation of positions and functions; the introduction of the logic of competency-based management for better allocation and use of talents, as well as the deployment of practices of encouragement and accountability."

The Profile Required for People in the Scope of the National Institute of Statistics – INE (Instituto Nacional de Estatística)

The existence of reliable and up-to-date statistical and geoscientific information is essential for the consolidation of a democratic society, and crucial to increase efficiency in the design, formulation and implementation of public policies, and allows the monitoring and the independent evaluation of these policies.

By disclosing the situation of economies and populations, statistical information form an objective picture of the country, promoting a more democratic relationship between governors and those who are governed. For this reason, it is up to democratic governments to ensure credibility for official information, granting conditions of autonomy for their production, with quality and reliability while preserving it from any interference, either political or cyclical.

The professional of the National Institute of Statistics must have specific skills, since the production of official statistics is an activity that is peculiar to the State (National) and requires specific knowledge. The interdisciplinary approach in statistical production is necessary to the statistical work, since economists, sociologists, anthropologists, demographers, geographers, cartographers, together with the statisticians and their respective knowledge "(Araujo, b, 2005) are the ones responsible for the information that is necessary for the understanding of the phenomena investigated, allowing this understanding to be established through a network that links several fields of knowledge." Not forgetting, of course, the exchange of knowledge and experiences resulting from social interactions among specialists."

However, the training of the professional of the National Institute of Statistics occurs slowly and gradually, with the organization stimulating learning. It refers, therefore, to forming specific individual and collective competencies, in addition to those presently required for any employee in the post-modern organization (flexibility, adaptability, versatility, capacity for teamwork, leadership, cooperation and communication, etc.). According to Araujo, the professionals in a statistics organization must have:

- a) a well-developed cultural and ethical identity that guides its commitment towards the organization, contributing to the strict safeguarding of its most essential values: basic purposes, principles, traditions, mission and vision of future; that involves the scientific rigor, the quality of the information produced, the guarantee of confidentiality and the spirit of research;
- b) a whole view of the scenario in which INE operates, understanding its relations with the government, local producers, users, informants, suppliers, partners, the academic area and

the international statistical community. Concern and contact with the best practices in statistical production, with specific and practical knowledge about the organization;

- c) an analytical capacity to review conceptual milestones, develop new methods, techniques and tools for measurement and processing for surveys. Moreover, be prepared to adapt their procedures for the handling of new technologies and methodologies, in order to provide quick answers to the pressures due to demands for new information

"For this reason, the statistics organization must, many times, accept the cost and risk of recruiting young people without experience, and suit them into the competencies required by a very well planned policy of managing people, covering an active program of recruitment, plans for development in the career, education and training. And, to be effective, this policy must be consistent with particular and specific functions (core competencies) developed by the statistical organization" (Araújo, b, 2005, p. 18).

Challenges for the Management of People in the Brazilian Institute of Geography and Statistics IBGE – (Instituto Brasileiro de Geografia e estatística)

The Brazilian Institute of Geography and Statistics – IBGE (Instituto Brasileiro de Geografia e Estatística), official institution for the production of statistical and geoscientific information, has an extensive network of research and dissemination, integrated by 27 state units and more than 500 agencies, located in the main municipal districts of the country. Its mission is to *"portray Brazil with the necessary information to the knowledge of its reality and the practice of citizenship."* Thus, it supports the decision-making centers of government in identifying key problems of socioeconomic, demographic, geographic and environmental nature, providing, for society in general, the information it needs in order to know more about itself, allowing, moreover, the measurement of the development of governmental plans and programs. In March 2008, IBGE presented 7,434 workers in its staff, in addition to 2,335 servers hired temporarily and trainees.

IBGE is governed by a federal law, that establishes a single legal regime for the public servers of the country and by its Statute and has a Plan of Posts and Careers of its own.

The Brazilian Institute of Geography and Statistics – IBGE is responsible, by legal attribution, for the conduction of regular National Conferences on Statistics – CONFEST - and on Geography and Cartography - CONFEGE. These conferences have as goals the evaluation of production processes, dissemination and use of statistical and geographic information, aiming the review and refinement of the General Plan for Statistical and Geographic Information - PGIEG. As one of the milestones for the celebration of its 70th anniversary, IBGE promoted the II National Meeting of Producers and Users of Social, Economic and Territorial Information, covering V CONFEST and IV CONFEGE , which happened from August 21 to 25, 2006, in Rio de Janeiro, inside IBGE´s locations. For the first time in its history, the event had a special round-table on the theme "Managing People".

This theme is also present in recent international forums where the functioning and organization of a Statistics Institute are discussed. Gradually, the National Institutes began to realize that, in order to ensure efficiency and effectiveness in their working processes, to improve the quality of the information provided to government and society, and to achieve credibility, they should invest on their staff.

In the handbook produced by the Statistical Division of the Department of Economic and Social Affairs of the United Nations – UN, about the operation and organization of a Statistics Institute, published in its third version in 1999, it is worth noting Chapter VI on Management of Human Resources.

Earlier this year, the Executive Directory of IBGE established a Program for Improving Quality in Institutional Management, made up of seven strategic projects, among which deserves emphasis the Project "Competency-Based Human Resources Management", which is now in progress.

The implementation of this model in IBGE came to be relevant and timely, considering that it will be possible to improve links between the various resources and people in order to achieve excellence in management and in reaching results.

With the definition of institutional and individual competencies, it will be possible to design development plans that ensure not only the institutional performance, but also the aggregation of social value to public servants, considering the enhancement and better use of their knowledge, as well as the possibility of formulating more efficient policies for their own growth, aligned with the growth of the organization.

In March 2008, the recently empowered Coordination of Human Resources of IBGE submitted to the Senior Management a document on Policies and Guidelines that should guide the management of human resources, whose purpose was "to ensure a system for human resources management that enhances the human potential and generates an organizational environment that is favorable to the motivation of people, leading them to contribute and be committed to excellence in performance and organizational results." This document establishes the following strategic goals:

- a) Attract, develop, train and retain people, investing in their talents and improving technical and managerial competencies, in accordance to the dynamics of their areas of research, geosciences, administrative information technology, education and research, and dissemination, seeking the sustaining of excellence in their working areas
- b) Ensure a staff that is adequate to the objectives of IBGE and promote compensation practices that are competitive in terms of the labor market, in order to retain human resources.
- c) Promote management practices and processes that lead to satisfaction at work and to the commitment of the entire workforce towards the goals and ethical principles of IBGE.
- d) Encourage an internal culture that is unique and humanized, which complies with local values, enhances the consolidation and exchange of knowledge and gives priority to the acknowledgment of output of teams and individuals.
- e) Encourage and recognize the practice of citizenship by servers and support initiatives linked to programs of solidarity in IBGE.
- f) Maintain a permanent process of negotiation for the construction of solutions with labor union representatives.
- g) Adapt practices of service hiring, suiting them to the policies of Human Resources, Safety, Environment and Health related to IBGE's activities
- h) Strengthen and maintain a permanent process of alliance and partnership with relevant Ministries and control organisms related to IBGE in the area of human resources.
- i) Implement the actions of the Integrated Health System of the Federal Public Servant - SISOSP - aimed at enabling and optimizing actions focused on the health of public servants and their dependents; on the health of workers and on job safety engineering, reorganizing and integrating work processes of the area, giving priority to a humanized and quality assistance for the public servant.
- j) Ensure the conditions for the complete assistance of public servants, either effective or retired, concerning activities related to retirement and pensions.

Conclusion

There is still a long way to run in order to enhance quality in human resources management on the scope of IBGE. It is important to bring out, however, that the policies, guidelines and actions adopted by today's management are consistent with the principles of good management and with government guidelines and, mainly, that they are supported by today's strategic leadership, responsible for turning these purposes into reality.

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